

## Organization of City and Village Government in Michigan

Updated January 2011

This Municipal Report examines the organization of city and village government in Michigan, forms of government and the development of local home rule.

*Systems of Government for Michigan Municipalities*, by the late Arthur W. Bromage, Professor Emeritus of Political Science, University of Michigan, explains the various structural forms of government available to cities and villages. The minimum area and population standards for each classification are detailed. The chief characteristics of each organizational form and other municipal practices in Michigan are related to nationwide historic trends.

Caution should be taken in using statistical information in this report. Incorporation and form of government changes number upward to a dozen a year. The statistical information, therefore, is accurate as of January 2011.

### **Systems of Government for Michigan Municipalities<sup>1</sup>**

The present status of cities and villages in Michigan is the result of historical tradition, of the home rule provisions of the Constitutions of 1908 and 1963, of the home rule acts of 1909, and the initiative of individual communities.

During the nineteenth century, the State Legislature recognized the need to incorporate by special acts the densely settled communities within the basic pattern of counties and townships. The system of local government written into Michigan's 1908 and 1963 Constitutions recognized the continuing existence of counties and townships, with the voluntary incorporation of the more densely settled areas as cities and villages. An innovation in the 1908 Constitution was a provision for city and village home rule charters – a change which was to have many repercussions.

### **Village**

The basic difference between a city and a village is that whenever and wherever an area is incorporated as a village, it stays within the township. The villagers participate in township affairs and pay township taxes in addition to having their own village government. Incorporation as a city, however, removes an area from township government. City dwellers participate in county elections and pay county taxes, as do villagers, but are removed from township units.

Villages in Michigan are organized primarily to establish local regulatory ordinances and to provide local services such as fire and police protection, public works and utilities. Certain of the local duties required by the state are not demanded of the village but are performed by the embracing township including assessing property; collecting taxes for counties and school districts; and administering county, state and national elections.

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<sup>1</sup> Article by the late Arthur W. Bromage, Professor Emeritus of Political Science, the University of Michigan. Revised by the League's general counsel William L. Steude in 1994. Updated May 2005.



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Most of the villages (210 of 256) are still governed under the general village law. Charters for villages are the exception, although any village may adopt a home rule document under 1909 PA 278, as amended, which is a companion to the 1909 Home Rule City Act (1909 PA 279). No special act villages exist, because the General Law Village Act of 1895 brought all then existing villages under its provisions. General law villages may make amendments to their basic law by home rule village act procedures. Such amendments, however, may not extend to a change in the form of government.

## City

A city, being withdrawn from the township, must provide the basic, state-required duties as well as its own services. In addition to being responsible for assessing property and collecting taxes for county and school purposes, the city is also solely responsible for registration of voters and conduct of all elections within its boundaries.

The greater independence of the city, in maintaining local regulations and functions and state-imposed duties in one integrated unit, accounts for the creation of many small cities in Michigan during recent decades. The trend has also developed in villages to seek incorporation as cities whereby they achieve a separation of jurisdiction from the township.<sup>2</sup>

In January 2011, Michigan had 277 incorporated cities and 256 incorporated villages - a total of 533 municipalities. Of this total number, 318 had adopted home rule charters.

In 1895, adoption of the Fourth Class City Act created two types of cities: 1) fourth class cities (3,000 to 10,000 population), and 2) "special charter" cities (all cities not falling in the 3,000-10,000 population range). Over the course of a century, all but one of the "special charter" cities (Mackinac Island) has reincorporated as a home rule city.

The Michigan Legislature altered fourth class cities by enacting 1976 PA 334 (see also OAG 5525, 7/13/1979). This legislation designated all fourth class cities as home rule cities - however, they are governed by the Fourth Class City Act not a tailor-made charter written by an elected charter commission. Currently, five cities continue to be governed by the Fourth Class City Act.

## Standards of Incorporation

For incorporation of a home rule village, a population of 150 is the minimum, but there must be a minimum density of 100 to the square mile. There is no statutory requirement that a village must become a city when it experiences a rapid growth in population. Once incorporated, villages may seek reincorporation as fifth class home rule cities, providing their population is between 750 and 2,000. Alternatively, they may seek reincorporation as home rule cities if their population exceeds 2,000 with a density of 500 per square mile. For many years the Home Rule City Act required 2,000 population and density of 500 per square mile for city incorporation. A 1931 amendment permitted fifth class city incorporation at 750 to 2,000 population with the same 500 per square mile density, but authorized villages within this range to reincorporate as cities regardless of density.

There is no basic difference between a fifth class home rule city and a home rule city, except the population differential and the statutory requirements that fifth class home rule cities hold their elections on an at-large basis. If all the territory of an organized township is included within the boundaries of a village or villages, the village or villages, without boundary changes may be incorporated as a city or cities as provided in 1982 PA 457.

Unincorporated territory may be incorporated as a fifth class home rule city provided the population ranges from 750 to 2,000 and there is a density of 500 persons per square mile. The same density rule applies to the incorporation of territory as a home rule city if the area has a population of more than 2,000. There are no other methods of city incorporation today. A new city must be incorporated under the Home Rule City Act.

## State Boundary Commission

Under 1968 PA 191, the State Boundary Commission must approve all petitions for city and village incorporation. The Boundary Commission is composed of three members appointed by the Governor. When the Commission sits in any county, the three members are joined by two county representatives (one from a township and one from a city), appointed by the probate judge.

In reviewing petitions for incorporation, the Boundary Commission is guided by certain statutory criteria: population; density; land area and uses; valuation; topography and drainage basins; urban growth factors; and business, commercial and industrial development. Additional factors are the need for governmental services; present status of services in the area to be incorporated; future needs; practica-

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<sup>2</sup> Michigan Municipal League, Municipal Report, *Impact of Changing From a Village to a City* (Michigan Municipal League, 1994, 2003 Revised)

bility of supplying such services by incorporation; probable effect on the local governmental units remaining; relation of tax increases to benefits; and the financial capability of the proposed municipality (city or village). In other words, Boundary Commission review centers on the feasibility of the proposed city or village.

After review on the basis of criteria, the Boundary Commission may deny or affirm the petition. (Affirmative action may include some revision of the proposed boundaries on the Commission's initiative.) Once the Boundary Commission has issued an order approving incorporation, a petition may be filed for a referendum on the proposal. The referendum permits the voters to accept or reject the incorporation. If incorporation is approved by the voters, the incorporation may be finally accomplished only through the existing process of drafting and adopting a city or village charter.<sup>3</sup>

### Home Rule

Home rule generally refers to the authority of a city or village under a state's constitution and laws to draft and adopt a charter for its own government. This contrasts with legislative establishment of local charters by special act, which result in mandated charters from the state capitol. Home rule frees cities and villages to devise forms of government and exercise powers of local self-government under locally prepared charters adopted by local referendum.

Constitutional home rule is self-executing in some states and not so in others. Non-self-executing home rule, which Michigan wrote into its 1908 Constitution, leaves it up to the state Legislature to implement the home rule powers. Michigan's Legislature did this by enacting the Home Rule City Act and the Home Rule Village Act, both of 1909.

In turning to home rule when it did, Michigan became the seventh state to join in a movement which now includes 37 states. It was more than a national trend which motivated the Michigan Constitutional Convention early in this century. Under the special act system of the nineteenth century, Michigan cities were, according to one observer writing

closer to the time, "afflicted by their charters with an assortment of governmental antiquities."<sup>4</sup>

The Legislature, under Article VII (Sections 21-22) of the 1963 Michigan Constitution, must provide for the incorporation of cities and villages by general law. Such general laws of incorporation must limit their rate of taxation and restrict their borrowing of money and their contracting of debt. The voters of each city and village have power to frame, adopt and amend charters in accordance with these general laws. Through regularly constituted authority, namely their established representative government, they may pass laws and ordinances pertaining to municipal concerns subject to the Constitution and general laws.

By January 2011, 272 cities and 46 villages have adopted home rule charters. The total of 318 charters so adopted makes Michigan one of the leading home rule states in the nation.

### Charters

The Michigan Municipal League, versed in the needs of cities and villages, renders informational assistance through its charter inquiry service. A few Michigan attorneys have become specialists in drafting charters. The quality of city and village charters has improved steadily. No longer is it necessary for elected home rule charter commissioners to search for "model" charters elsewhere, since many good charters exist in Michigan itself.<sup>5</sup>

With some exceptions, Michigan charters have been influenced by nationwide trends in municipal practices such as the short ballot, the small council, election of council members-at-large, nonpartisan nominations and election of council members. Chief executives of either the appointed kind (a manager) or the elected type (a mayor) are favored. Localities have shown their ingenuity in searching for what is most appropriate to their needs. No longer is the Legislature burdened with enacting individual charters. The responsibility lies with locally elected charter commissioners, subject to legal review by the Governor under statutory requirements. Since charters must be adopted only by local referendum, the

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<sup>3</sup> 1970 PA 219 provides that all annexation proposals, as well as proposed incorporations and consolidations, also come before the State Boundary Commission. For further information, contact the State Boundary Commission at 116 W Allegan, Lansing MI 48933.

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<sup>4</sup> Robert T. Crane, *Municipal Home Rule in Michigan*, Proceedings of the Fourth Annual Convention of the Illinois Municipal League (Urbana, 1917), pp.62-65.

<sup>5</sup> For Michigan, classification as a home rule state, see Arthur W. Bromage, "The Home Rule Puzzle," *National Municipal Review* XLVI, pp118-123, 130 (March, 1957).

voters themselves make the final determination about the design of their government.

In the process of charter drafting and in the local referendum, civic energies have been released. Charter commissioners, elected by their fellow citizens, have shown themselves progressive yet careful when carrying out their trust.

### **Form of Government: Cities**

Michigan cities have used all major forms of government: weak mayor and council, strong mayor and council, commission, and council-manager. During the nineteenth century, special act charters were frequently of the weak mayor-council plan, as was the Fourth Class City Act of 1895. This form of government was exemplified by an elected mayor with limited administrative authority, election of councilmembers on a ward system, partisan elections, elected administrative officials and administrative boards to supervise city departmental operations.

By January 2011, 272 Michigan cities had home rule charters drafted by locally elected charter commissions and adopted by local referendum.

In 89 home rule cities, variations of the mayor-council system predominated. With the coming of home rule, experimentation began with the commission plan in the Battle Creek Charter of 1915, and with the strong mayor system in the Detroit Charter of 1918. Major Michigan cities were quick to draft and adopt council-manager charters in Jackson (1915), in Grand Rapids (1917) and in Kalamazoo (1918). As in many other states, Michigan cities experimented with government by commission earlier in this century, but the movement was halted as council-manager charters became popular. Michigan has among its home rule cities a few examples of the strong mayor plan, exemplified by the charters of Detroit and Dearborn. The latter is an unusual example of a home rule charter which provides for a very complete integration of the administrative hierarchy under an elected mayor. The Dearborn charter (1942) gives the mayor a pervasive authority to appoint and remove administrative officers, a veto power, an executive budget in terms of preparation and control and other means of executive leadership and administrative supervision.

The City of Flint, with a population of 124,943, is the only large Michigan city to follow the lead of certain other large cities – San Francisco, New Orleans, Philadelphia, and New York City – in providing some kind of chief administrative officer under a strong mayor. Detroit is more appropriately classified as strong mayor in type, such as Cleveland, Denver and Omaha. The strong mayor charter in Detroit does not provide for any form of chief administrative officer

under the mayor. Yet experimentation has begun on a moderate scale in Michigan with providing some form of assistance to mayors apart from the departmental level.

### **Form of Government: Villages**

#### **General Law Villages**

Of the 256 villages in Michigan, 46 have home rule charters and 210 are governed under the General Law Village Act (1895 Act 3). The general law village, the most common by far, has the typical weak mayor-council form of government.

In the general law village the chief executive, known as a president, comes closest in formal powers to a weak mayor. The president serves as a member of the council and as its presiding officer. With the consent of the council he/she appoints a street administrator, and such other officers as the council may establish. Comprising the council itself are six trustees besides the president. Three trustees are elected annually to serve for two-year terms, and a president is elected annually. A recent election option has been given to villages providing a change to either three trustees to be elected every biennial election with a term of four years or the election of all six trustees every biennial election with a term of two years. Other directly elected officers are the clerk and treasurer. Appointed and ex officio boards can include the boards of registration, election commissioners, election inspectors and cemetery trustees.

#### **1998 Revisions to the GLV Act**

Public Acts 254 and 255 were signed into law by the Governor on July 7, 1998, revising the General Law Village (GLV) Act which has governed villages since 1895. The GLV Act is still the statutory charter for 211 villages. The new act is basically a rewrite of language rather than an expansion of authority. The act explicitly confirms the power of a village to amend the GLV Act locally as provided by the Home Rule Village Act. The most significant changes to the act are that by ordinance. A village council may:

1. change from an elected to an appointed clerk, or treasurer, or both, and
2. reduce the number of trustees from six to four.

An ordinance making any such change in the council's size, or appointment of elected administrative officials, requires a two-thirds vote of the council. The amendment is effective 45 days after its adoption, subject to a referendum if a petition is

signed by 10 percent of the registered voters within that 45-day period. The council's authority to make such changes by ordinance, subject to the referendum, parallels the council's existing authority to provide for a village manager by ordinance, subject to referendum.

### **Home Rule Villages**

The Home Rule Village Act requires that every village so incorporated provide for the election of a president, clerk and legislative body, and for the election or appointment of such other officers and boards as may be essential. However, the president need not be directly elected by the people but may be elected by the village council. Of the 46 home rule villages, 19 have a village manager position.

The home rule village form of government offers flexibility that is not found in the 1895 statewide General Law Village Act provisions. Home rule village charters in Michigan are as diverse as the communities that adopt them. For example:

- Almont has a council of seven. Four councilmembers are elected at each regular village election. The three candidates receiving the highest number of votes are elected for three years and the candidate receiving the fourth highest number of votes is elected for two years. The council elects a president and appoints a village manager.
- Cement City has a council of five. At each regular village election three councilmembers are elected. The two candidates receiving the highest number of votes are elected for four years and the candidate receiving the third highest number of votes is elected for two years.
- Hopkins has a board of trustees of six. Trustees are elected to two-year terms of office. The president, clerk, treasurer and assessor are all elected to one-year terms of office.
- Lake Orion has a village manager elected by the council on the basis of training and ability. The manager holds office at the pleasure of the council.
- Milford has a village manager who is the chief administrative officer of the village. The manager is charged with the responsibility of supervising and managing all the services of the village and with the responsibility for enforcing the ordinances of the village, the village charter and applicable state laws.
- Oxford has a village manager who is the chief administrative officer for the village. The manager prepares the budget of the village for consideration by the council. He/she has the right to take part in the discussion of all matters coming before the council but has no vote.

## Appendix A

### Incorporation Status for 277 Cities and 256 Villages (as of January 2011)

Population Range	Number in Range	Cities			Villages	
		Home Rule	Home Rule Fourth Class City Act	Special Charter	Home Rule	General Law
Over 50,000	23	23				
25,000-50,000	22	22				
10,000-24,999	47	46			1	
5,000-9,999	53	51			2	
2,000-4,999	111	78	2		8	23
750-1,999	140	46	0		10	84
Under 750	137	5	3	1	25	103
<b>Total</b>	<b>533</b>	<b>271</b>	<b>5</b>	<b>1</b>	<b>46</b>	<b>210</b>

## Appendix B

### Home Rule Cities in Michigan (as of January 2011)

	Population		Population		Population
Adrian	21,574 *	Coloma	1,595	Grandville	16,263 *
Albion	9,144 *	Coopersville	3,910 *	Grant	881 *
Algonac	4,613 *	Corunna	3,381 *	Grayling	1,952 *
Allegan	4,838 *	Croswell	2,467 *	Greenville	7,935 *
Allen Park	29,376 *	Crystal Falls	1,791 *	Grosse Pointe	5,670 *
Alma	9,275 *	Davison	5,536 *	Grosse Pointe Farms	9,764 *
Alpena	11,304 *	Dearborn	97,775	Grosse Pointe Park	12,443 *
Ann Arbor	114,024 *	Dearborn Heights	58,264	Grosse Pointe Shores	2,823 *
Auburn	2,011 *	Detroit	951,270	Grosse Pointe Woods	17,080 *
Auburn Hills	19,837 *	DeWitt	4,702 *	Hamtramck	22,976 *
AuGres	1,028 *	Douglas	1,214 *	Hancock	4,323 *
Bad Axe	3,462 *	Dowagiac	6,147 *	Harbor Beach	1,837 *
Bangor	1,933 *	Durand	3,933 *	Harbor Springs	1,567 *
Battle Creek	53,364 *	East Grand Rapids	10,764 *	Harper Woods	14,254 *
Bay City	36,817 *	East Jordan	2,507 *	Harrison	2,108
Beaverton	1,106 *	East Lansing	46,525 *	Harrisville	514
Belding	5,877 *	East Tawas	2,951 *	Hart	1,950 *
Belleville	3,997 *	Eastpointe	34,077 *	Hartford	2,476 *
Benton Harbor	11,812 *	Eaton Rapids	5,330 *	Hastings	7,095 *
Berkley	15,531 *	Ecorse	11,229	Hazel Park	18,963 *
Bessemer	2,148 *	Escanaba	13,140 *	Highland Park	16,746 *
Big Rapids	10,849 *	Essexville	3,766 *	Hillsdale	8,233 *
Birmingham	19,291 *	Ewart	1,738 *	Holland	35,048 *
Bloomfield Hills	3,940 *	Farmington	10,423 *	Houghton	7,010 *
Boyer City	3,503 *	Farmington Hills	82,111 *	Howell	9,232 *
Bridgman	2,428 *	Fennville	1,459	Hudson	2,499 *
Brighton	6,701 *	Fenton	10,582 *	Hudsonville	7,160 *
Bronson	2,421 *	Ferndale	22,105 *	Huntington Woods	6,151 *
Brown City	1,334 *	Ferrysburg	3,040 *	Imlay City	3,869 *
Buchanan	4,681 *	Flat Rock	8,488	Inkster	30,115 *
Burton	30,308	Flint	124,943 *	Ionia	10,569 *
Cadillac	10,000 *	Flushing	8,348 *	Iron Mountain	8,154 *
Caro	4,145 *	Frankenmuth	4,838 *	Iron River	3,386 *
Carson City	1,190 *	Frankfort	1,513 *	Ironwood	6,293 *
Caseville	888	Fraser	15,297 *	Ishpeming	6,686 *
Caspian	997 *	Fremont	4,224 *	Ithaca	3,098 *
Cedar Springs	3,112 *	Gaastra	339 *	Jackson	36,316 *
Center Line	8,531 *	Galesburg	1,988	Kalamazoo	77,145 *
Charlevoix	2,994 *	Garden City	30,047 *	Keego Harbor	2,769 *
Charlotte	8,389 *	Gaylord	3,681 *	Kentwood	45,255
Cheboygan	5,295 *	Gibraltar	4,264 *	Kingsford	5,549 *
Chelsea	4,398*	Gladstone	5,032 *	Laingsburg	1,223
Clare	3,173 *	Gladwin	3,001 *	Lake Angelus	326
Clarkston	962 *	Gobles	815	Lake City	923 *
Clawson	12,732 *	Grand Blanc	8,242 *	Lansing	119,128
Clio	2,483 *	Grand Haven	11,168 *	Lapeer	9,072 *
Coldwater	12,967 *	Grand Ledge	7,813 *	Lathrup Village	4,236 *
Coleman	1,296	Grand Rapids	197,800 *	Leslie	2,044 *

Lincoln Park	40,008 *	Olivet	1,758	Scottville	1,266 *
Linden	2,861 *	Omer	337	South Haven	5,021 *
Litchfield	1,458 *	Onaway	993 *	South Lyon	10,036 *
Livonia	100,545 *	Orchard Lake Village	2,215	Southfield	78,296 *
Lowell	4,013 *	Otsego	3,933 *	Southgate	30,136 *
Ludington	8,357 *	Owasso	15,713 *	Springfield	5,189 *
Luna Pier	1,483 *	Parchment	1,936 *	Standish	1,581 *
Mackinac Island	523 *	Perry	2,065	Stanton	1,504
Madison Heights	31,101 *	Petersburg	1,157	Stephenson	875
Manistee	6,586 *	Petoskey	6,080 *	Sterling Heights	124,471 *
Manistique	3,583 *	Pinconning	1,386 *	Sturgis	11,285 *
Manton	1,221 *	Plainwell	3,933 *	Swartz Creek	5,102 *
Marine City	4,652 *	Pleasant Ridge	2,594 *	Sylvan Lake	1,735 *
Marlette	2,104 *	Plymouth	9,022 *	Tawas City	2,005 *
Marquette	19,661 *	Pontiac	66,337	Taylor	65,868
Marshall	7,459 *	Port Huron	32,338 *	Tecumseh	8,574 *
Marysville	9,684 *	Portage	44,897 *	Three Rivers	7,328 *
Mason	6,714 *	Portland	3,789 *	Traverse City	14,532 *
McBain	584	Pottersville	2,168 *	Trenton	19,584 *
Melvindale	10,735 *	Reading	1,134 *	Troy	80,959 *
Memphis	1,129	Reed City	2,430 *	Utica	4,577
Menominee	9,131 *	Richmond	4,897 *	Vassar	2,823 *
Midland	41,685 *	River Rouge	9,917	Wakefield	2,085 *
Milan	4,775 *	Riverview	13,272 *	Walker	21,842 *
Monroe	22,076 *	Rochester	10,467 *	Walled Lake	6,713 *
Montague	2,407 *	Rochester Hills	68,825 *	Warren	138,247
Montrose	1,619 *	Rockford	4,626 *	Watervliet	1,843 *
Morenci	2,398 *	Rockwood	3,442 *	Wayland	3,939 *
Mount Clemens	17,312 *	Rogers City	3,322 *	Wayne	19,051 *
Mount Morris	3,194 *	Romulus	22,979	West Branch	1,926 *
Mount Pleasant	25,946 *	Roosevelt Park	3,890 *	Westland	86,602
Munising	2,539 *	Rose City	721	White Cloud	1,420 *
Muskegon	40,105 *	Roseville	48,129 *	Whitehall	2,884 *
Muskegon Heights	12,049 *	Royal Oak	60,062 *	Whittemore	476
Negaunee	4,576 *	Saginaw	61,799 *	Williamston	3,441 *
New Baltimore	7,405	Saint Clair	5,802 *	Wixom	13,263 *
New Buffalo	2,200 *	Saint Clair Shores	63,096 *	Woodhaven	12,530 *
Newaygo	1,670 *	Saint Ignace	2,678 *	Wyandotte	28,006 *
Niles	12,204 *	Saint Johns	7,485 *	Wyoming	69,368 *
North Muskegon	4,031 *	Saint Joseph	8,789 *	Yale	2,063 *
Northville	6,459 *	Saint Louis	4,494 *	Ypsilanti	22,362 *
Norton Shores	22,527 *	Saline	8,034 *	Zeeland	5,805 *
Norway	2,959 *	Sandusky	2,745 *	Zilwaukee	1,799 *
Novi	47,386 *	Saugatuck	1,065 *		
Oak Park	29,793 *	Sault Ste Marie	16,542 *		

\* Home Rule City with a manager, superintendent or supervisor position

## Appendix C

### Home Rule Cities with Fourth Class City Act Charters (as of January 2011)

	Population
Harrisville	514
Omer	337
Sandusky	2,745
Whittemore	476
Yale	2,063

### Special Charter City

Mackinac Island	523
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**Note:** All of the above communities operate under a mayor-council form of government unless indicated.

## Appendix D

### Home Rule Villages in Michigan (as of January 2011)

	Population		Population		Population
Allen	225	Ellsworth	483	Milford	6,272 *
Almont	2,803 *	Estral Beach	486	Otisville	882 *
Alpha	198 *	Fountain	175 *	Oxford	3,540 *
Barton Hills Village	335 *	Franklin	2,937 *	Powers	430
Beulah	363	Free Soil	177	Prescott	286
Beverly Hills	10,437 *	Goodrich	1,353 *	Ravenna	1,206
Bingham Farms	1,030 *	Grand Beach	221 *	Rosebush	379
Birch Run	1,653 *	Holly	6,135 *	Sanford	943
Carleton	2,562	Honor	299	Shoreham	860
Carney	225	Hopkins	592	South Rockwood	1,284
Cement City	452	Lake Isabella	1,243 *	Spring Lake	2,514 *
Chatham	231	Lake Orion	2,715 *	Sterling	533
Clarksville	317	Lennon	517	Turner	139
Copper City	205	Martin	435	Wolverine Lake	4,415 *
Eastlake	441	Mattawan	2,536 *		
Edwardsburg	1,147	Michiana	200		

\* Home Rule Village with manager position

## Appendix E

### General Law Villages in Michigan (as of January 2011)

	Population		Population		Population
Addison	627	Constantine	2,095 *	Kingsley	1,469 *
Ahmeek	157	Copemish	232	Kingston	450
Akron	461	Custer	318	Lake Ann	276
Alanson	785	Daggett	270	Lake Linden	1,081
Applegate	287	Dansville	429	Lake Odessa	2,272 *
Armada	1,537	Decatur	1,838 *	Lakeview	1,112 *
Ashley	526	Deckerville	944 *	Lakewood Club	1,006
Athens	1,111	Deerfield	1,005	L'Anse	2,107 *
Augusta	899	DeTour Village	421	Laurium	2,126 *
Baldwin	1,107	Dexter	2,338 *	Lawrence	1,059 *
Bancroft	616	Dimondale	1,342 *	Lawton	1,859
Baraga	1,285 *	Dryden	815	Leonard	332
Baroda	858	Dundee	3,522 *	LeRoy	267
Barryton	381	Eagle	130	Lexington	1,104 *
Bear Lake	318	Eau Claire	656	Lincoln	364
Bellaire	1,164	Edmore	1,244 *	Luther	339
Bellevue	1,365 *	Elberta	457	Lyons	726
Benzonia	519	Elk Rapids	1,700 *	Mackinaw City	859 *
Berrien Springs	1,862	Elkton	863	Mancelona	1,408
Blissfield	3,223 *	Elsie	1,055	Manchester	2,160 *
Bloomington	528	Emmett	251	Maple Rapids	643
Boyne Falls	370	Empire	378	Marcellus	1,162
Breckenridge	1,339 *	Fairgrove	627	Marion	836
Breedsville	235	Farwell	855	Maybee	505
Britton	699	Fife Lake	466	Mayville	1,055 *
Brooklyn	1,176*	Forestville	127	McBride	232
Buckley	550	Fowler	1,136	Mecosta	440
Burlington	405	Fowlerville	2,972 *	Melvin	160
Burr Oak	797	Freeport	444	Mendon	917 *
Byron	595	Fruitport	1,124	Merrill	782
Caledonia	1,102 *	Gagetown	389	Mesick	447
Calumet	879	Gaines	366	Metamora	507
Camden	550	Galien	593	Middleville	2,721 *
Capac	1,775 *	Garden	240	Millersburg	263
Carsonville	502	Grass Lake	1,082 *	Millington	1,137 *
Casnovia	315	Hanover	424	Minden City	242
Cass City	2,643 *	Harrietta	169	Montgomery	386
Cassopolis	1,740 *	Hersey	374	Morley	495
Central Lake	990	Hesperia	954	Morrice	882
Centreville	1,579	Hillman	685 *	Muir	634
Chesaning	2,548 *	Homer	1,851 *	Mulliken	557
Clayton	326	Howard City	1,585 *	Nashville	1,684
Clifford	324	Hubbardston	394	New Era	461
Climax	791	Jonesville	2,337 *	New Haven	3,071
Clinton	2,293 *	Kaleva	509	New Lothrop	603
Colon	1,227	Kalkaska	2,226 *	Newberry	2,686 *
Columbiaville	815 *	Kent City	1,061 *	North Adams	514
Concord	1,101	Kinde	534	North Branch	1,027

Northport	648 *	Posen	292	Sunfield	591
Oakley	339	Quincy	1,701 *	Suttons Bay	589 *
Onekama	647	Reese	1,375 *	Tekonsha	712
Onsted	813	Richland	593	Thompsonville	457
Ontonagon	1,769 *	Romeo	3,721 *	Three Oaks	1,829
Ortonville	1,535 *	Roscommon	1,133 *	Tustin	237
Otter Lake	437	Rothbury	416	Twining	192
Ovid	1,514	Saint Charles	2,215 *	Ubly	873
Owendale	296	Sand Lake	492	Union City	1,804 *
Parma	907	Saranac	1,326	Unionville	605
Paw Paw	3,363 *	Schoolcraft	1,587 *	Vandalia	429
Peck	599	Sebewaing	1,974	Vanderbilt	587 *
Pellston	771	Shelby	1,914 *	Vermontville	789
Pentwater	958 *	Shepherd	1,536	Vernon	847
Perrinton	439	Sheridan	705	Vicksburg	2,320 *
Pewamo	560	Sherwood	324	Waldron	590
Pierson	185	South Range	727	Walkerville	254
Pigeon	1,207 *	Sparta	4,159 *	Webberville	1,503
Pinckney	2,141 *	Springport	704 *	Westphalia	876
Port Austin	737	Stanwood	204	White Pigeon	1,627
Port Hope	310 *	Stevensville	1,191 *	Wolverine	359
Port Sanilac	658	Stockbridge	1,260 *	Woodland	495

\* General Law Village with manager position